

Chapter 6: Future Land Use, Development Policies, and Design Guidelines

The future land use recommendations are the community's desire to promote compatible and beneficial growth. Both community leaders and the public recognize the importance of economic development in providing amenities and jobs for residents as well as a solid tax base for services and infrastructure. This plan provides a balance between Manchester's need to increase its tax base and the desire to preserve its small town character.

Future Land Use Plan

This plan will be used by developers, property owners, business owners, residents, public officials and city staff as a framework for future development decisions. The Future Land Use Plan is based upon the values and aspirations of the community. The land use recommendations are illustrated in *Exhibit 4, Future Land Use Plan* on the following page. Each use is defined by intent, location and density.

Upon adoption, the Future Land Use Plan will serve as a guide for future development and to coordinate the development of the community. The land use designations are for planning purposes and may be made to correspond to certain zoning districts, but do not represent

zoning or a change to existing zoning. Plan classifications may be amended through the plan amendment process. Zoning designations remain as currently recorded and show how the property may currently be used. Zoning may be changed only through the appropriate rezoning process, which includes a public hearing related to the specific property.



Anchor Commercial

Intent: Anchor commercial uses are intended to provide goods and services on a community-wide and regional scale.

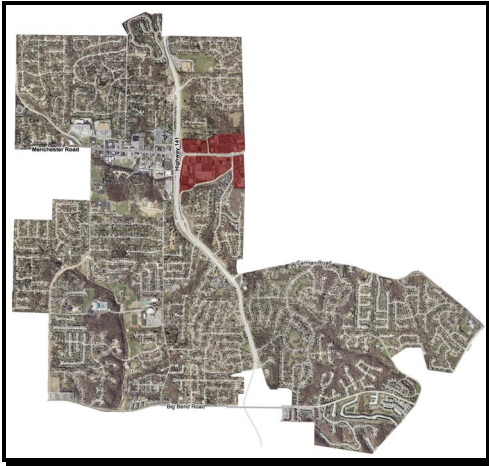


Example of anchor commercial with supporting uses

Insert Exhibit 4

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Location: Anchor commercial uses are limited to areas adjacent to major arterials such as Manchester Road and Highway 141.



Density: These developments are recommended to be 100,000 square feet or greater in size. Accessory commercial uses (pad sites) including but not limited to sit-down restaurants, smaller retail uses and banks may be allowed if included as part of an overall master plan.



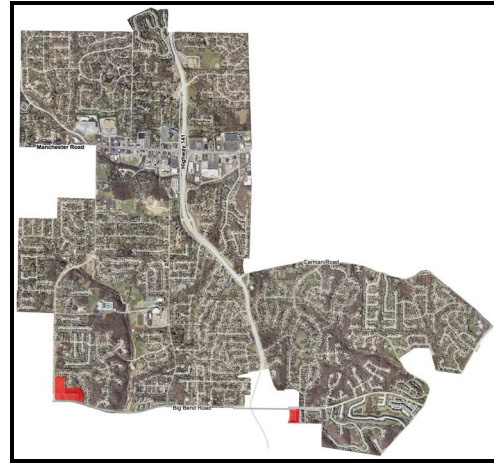
Convenience Retail

Intent: Convenience retail uses are intended to provide convenience goods to surrounding neighborhoods with such items as food, clothing, general goods and personal services.



Neighborhood grocery store

Location: Convenience retail uses are allowed near residential areas but are restricted to the major intersections of Big Bend Road at Sulphur Spring and Meramec Station Roads.



Density: These uses are generally less than 70,000 square feet in overall size. Individual uses may be as small as 2,000 to 3,000 square feet.



Convenience Retail and Office

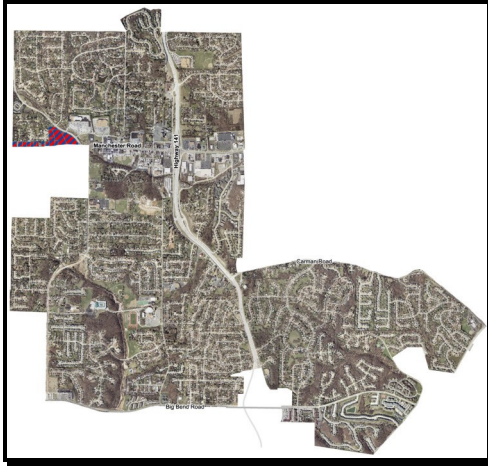
Intent: These uses are intended to provide convenience goods and/or locations for professional services.



Medium-scale office development

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Location: These uses are restricted to areas with access to major arterials and collectors such as Manchester Road and Baxter Road.



Mixed-use retail and residential

Density: These uses are intended to serve the needs of small to medium-scale (30,000 to 70,000 square feet) retail and/or office development.



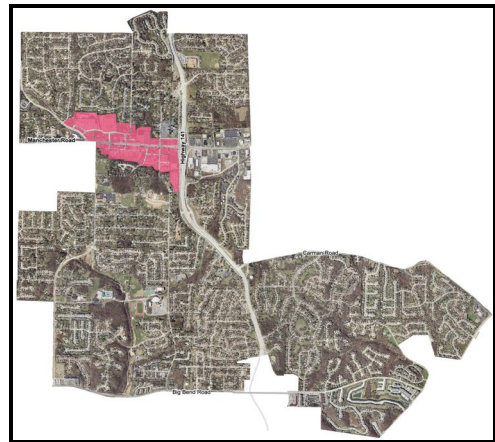
Neighborhood-scale mixed-use



Mixed-Use

Intent: These areas are recommended for a mix of uses in a vertical arrangement within a building. Active pedestrian uses such as restaurant/retail are located on the ground floor with direct street access. The mix of land uses can include one of the following relationships, retail (ground floor) with residential above, office (ground floor) with residential above, and retail (ground floor) with office above. Mixed-use developments involving multiple parcels must be submitted as a single comprehensive development plan or planned unit development.

Location: These uses are limited to redevelopment areas within the historic town center, which is generally defined as the parcels abutting Manchester Road, west of Highway 141 and east of Baxter Road.



Density: In general, mixed-use densities will be the highest within the city. By definition, mixed-use developments are concentrated with a mix of uses within a structure and/or area. Commercial and office densities will depend upon parcel size and location. These structures will vary in size from one to five stories. Residential densities may range between 12 to 32 units per acre or greater.



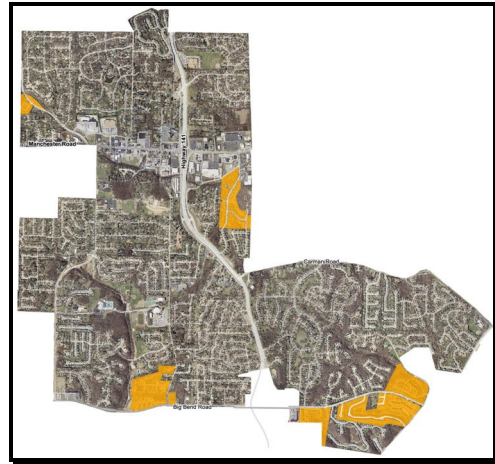
Multi-Family

Intent: These uses are intended to provide for the housing needs of a growing population through the construction of renter and owner occupied structures. Examples include apartments and owner occupied units such as villas, town-homes, condominiums and attached single-family units.



Apartment building with attached garages

Location: These uses are limited to areas with access to arterials or major collectors.



Density: This land use is a higher density than single-family development. Densities may range from as low as 2 to 3 units per acre to as high as 12 to 24 units per acre. Therefore, new multi-family developments should provide appropriate landscape buffers when abutting single-family developments.



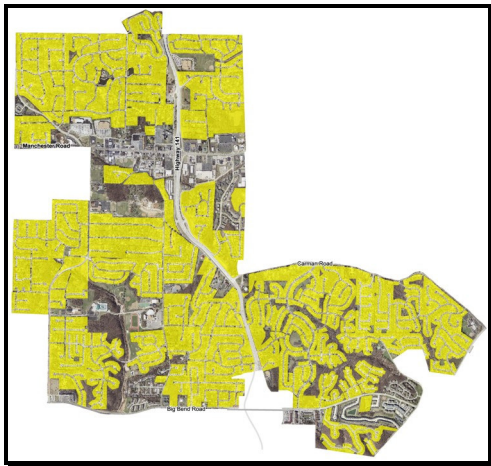
Single-Family

Intent: These uses are intended to meet a majority of the housing needs within the city. Manchester's existing neighborhoods are an important asset for the community and should be protected from encroaching development. These protections include the development of city policies to help manage lot-splits and residential tear-downs. Please refer to page 6-9 for a detailed explanation of each of these policies.

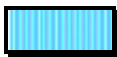


Single-family development

Location: These uses are encouraged to front local streets with shared access to major collectors and are discouraged along arterials and collectors.



Density: Development types within these areas are limited to single-family detached homes with densities ranging from 2 to 4 dwelling units per acre.



Government/Institutional

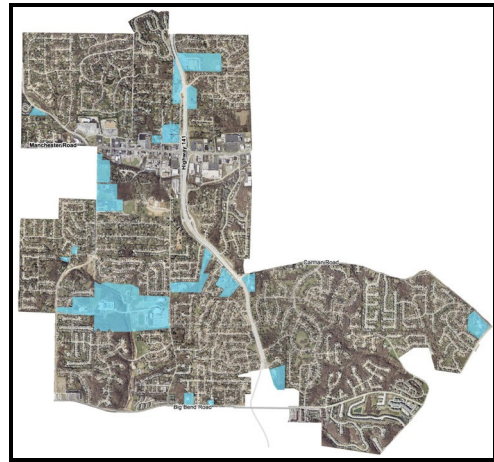
Intent: These uses are intended to provide municipal and other services throughout the city. These areas are recommended for governmental lands, or those buildings and uses designed to support the public good. These uses include all civic and public owned

buildings or lands dedicated to public use, and schools and churches.



Manchester City Hall

Location: Efforts should be made to coordinate the location of future major municipal uses to maximize efficiency of services.



Densities: Densities and locations may vary throughout the city.

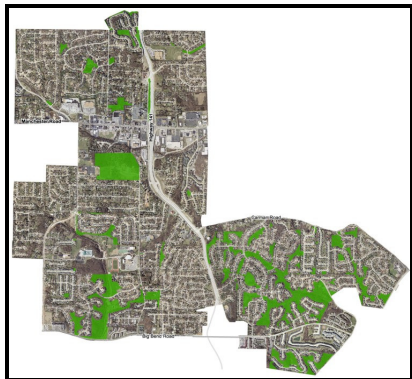


Parks and Open Space

Intent: These uses are intended to provide both passive and active recreational opportunities throughout the city. Parks and open space areas represent the community's desire to protect and preserve riparian corridors, floodplain areas and trail connections as an amenity for residents.

Because the city is almost built-out, there are limited opportunities for new parks. Therefore, existing parks and open spaces should be used to their full potential. This includes improvement and upgrades to existing park facilities as well as the establishment of trail connections between parks and neighborhoods.

Location: Parks, open space areas and trails are encouraged throughout the community. In the past, the city has used a collection of small pocket parks to serve the needs of adjacent residents. Recently, the city has made major investments to Paul A. Schroeder Park, including the aquatic center, playground, tennis courts, ball diamonds, walking paths, and picnic pavilions.



Trails

Intent: Trail connections should be used to provide connections between neighborhoods and major activity centers such as schools, parks and retail areas.



Pedestrian and bike trails



Manchester Aquatic Center



Picnic pavilion

Land Use Goals

Each of the land use designations relates to a number of plan goals. As the Planning and Zoning Commission and Board of Aldermen consider plan or zoning amendments, they should determine whether the development proposal furthers the key goals and objectives for the plan classification, as identified below:

Anchor Commercial

- Economic Development
- Design
- Transportation

Convenience Retail

- Economic Development
- Design
- Transportation

Convenience Retail and Office

- Economic Development
- Design
- Transportation

Mixed Use

- Economic Development
- Design
- Historic Town Center
- Transportation

Multi-Family

- Quality of Life
- Design
- Parks and Open Space

Single-Family

- Quality of Life
- Design
- Parks and Open Space

Government/Institutional

- Design
- The historic town center
- Transportation
- Parks and Open Space

Parks and Open Space/Trails

- Quality of Life
- Parks and Open Space

This list is not intended to exclude other Manchester goals and objectives from consideration and discussion of a development application, but rather to ensure that there is consideration of the key goals and objectives related to the Future Land Use classification.

Development Policies

In addition to the land use designations on the future land use map, the city has identified a series of policies appropriate to specific uses and development practices within the city.

Annexation

Annexation is the process by which a city extends its municipal services, regulations, voting privileges and taxing authority to new territory. Because of the fiscal implications of annexation, the costs of providing municipal services should be estimated and weighed against the anticipated revenues of areas

proposed for annexation. Performing a fiscal impact analysis does not mean that only areas with positive cash flow should be annexed. There will be instances when health, safety, environmental, or other factors will override fiscal considerations and an area may need to be annexed despite its fiscal impact. As a policy, future annexation proposals should benefit existing residents of the city.

Residential Lot Splits

Although a majority of land within Manchester is developed, there are a large number of residential lots greater than one-acre. This may encourage or induce landowners and/or developers to split the property and build residential dwelling units at a higher density. Excessive lot splits can dramatically increase the density of an area and change the character and scale of a neighborhood. Therefore, residential lot splits will only be allowed on a case-by-case basis. The site plan will need to be compatible with the surrounding neighborhood.

Residential Tear-Downs

Residential tear-downs and rebuilds are becoming a growing phenomena within the community. These tear-downs involve the removal of an existing structure and construction of a new structure. In some cases, these structures are in scale and character to the rest of the neighborhood. However, in most cases, existing structures are replaced with significantly larger structures. Recognizing that this could happen in Manchester, it is the city's policy to require

consistency of size, proportion, and siting on the lot in residential development. New residential structures resulting from tear-downs will be considered on a case-by-case basis. A site plan will be required to show that the new unit(s) will be compatible with the surrounding neighborhood. Design consistency will be required to ensure compatibility to surrounding areas and maintain existing residential integrity.

Automotive Sales

To date, Manchester has attracted a number of high-quality automotive sales and service establishments. A large percentage of the available commercial frontage along Manchester Road is currently utilized for automotive sales or service. The city desires to diversify its tax base and to provide opportunities to a wide range of business types. Unfortunately, there is a limited availability of commercial property within the city. New automotive sales and uses are not recommended in the Future Land Use Plan. New development and redevelopment efforts should be maximized by targeting a mixture of high-quality uses not currently within the city, including but not limited to, specialty retail, high-quality sit-down restaurants, and entertainment venues.

Planned Districts

Planned districts distinguish large-scale mixed-use developments from all others. In this respect, it allows for the creation of special policies that deal only with mixed-use. Requiring all new, large-scale developments to

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be submitted as planned districts will allow the Planning and Zoning Commission and the Board of Alderman to review large-scale, complex, mixed-use developments in a comprehensive manner.

Highway 141

Highway 141 provides Manchester residents with convenient north/south access within west St. Louis County. This high volume transportation corridor will affect land use decisions along the roadway at key intersections. Both north and south of Manchester Road, the highway corridor predominantly borders single family neighborhoods. However, some non-residential uses have large land holdings along this corridor. Over time, developers may have interest in these properties because of access and visibility. To ensure that any changes to uses along Highway 141 maintain and preserve the existing residential neighborhoods, the following minimum criteria should be used to evaluate future development proposals:

- Direct access to Highway 141 or access to a signalized intersection onto the highway should be required.
- Direct access onto an arterial street to connect the site may be appropriate.
- Compatibility with and transition to surrounding uses should be required as part of the project design.

- Compatibility and similarity in size and scale to surrounding uses should be required as part of the project design.
- Compatibility with natural site features such as topography and vegetation should be required as part of the project design.
- Open space and amenities should be provided, including trail connections to existing and proposed parks, when possible.
- Landscaping and buffering should be required between residential units, non-residential buildings and/or adjacent developments at levels of design that exceed minimum requirements.
- The city should review architectural details of all building types that are not single-family detached units to ensure consistency with the surrounding area and Manchester design policies.
- Fiscal impact review should identify tax base enhancement as a condition to rezoning residential areas to non-residential classifications.

Guidelines for Historic Structures

The area delineated as the historic town center contains the majority of the community's historic or older structures. A few of these structures date back as far as the 1840s. However, only a handful of structures are documented on the National Register of Historic Places.

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There is a great debate within the community about what to do with these structures. Some residents believe these structures should be protected and preserved as part of the community's past and heritage. Other residents believe the structures should be relocated and the area utilized for redevelopment. Many of the structures have already been moved from their original locations.

Despite the divergent opinions, a majority of the community wishes to maintain a semblance of the "character" of old Manchester. This character is reflected within the built environment by the following:

- Land use mix of multiple small or low-scale buildings in close proximity to each other and the street
- Architectural details that reflect period construction
- Building scale of two- to three-story buildings broken periodically by church steeples or other ornamentation

Character is also reflected in building orientation facing the main street (Manchester Road); landscaping that is traditionally urban, including street trees, planting boxes, and brick paved sidewalks; and pedestrian lighting.

Unfortunately, the last comprehensive survey of these structures was completed in 1983. It is recommended that this survey be updated to determine which structures are

historically significant and economically viable to preserve. Once these determinations have been made, the city will have to make the determination on what to do with these properties in the future.

Future redevelopment plans will have to consider the following options when impacting historic structures within the historic town center:

1. Removal of some or all of the structures based on a determination of safety, and limited or no true historic value of the structure or structures.
2. Relocation within the historic town center. The developer should analyze the viability of relocating the structures within the historic town center district in a manner that clusters them for use as a cultural/historic setting within the community. Uses could include museum space, interpretive history, gift shops, and educational programs.
3. Relocation to a new site outside the historic town center with a similar development program as identified above.

Historic Town Center Design Concepts

Many would say that Manchester does not have a "downtown" or at least one in the traditional sense. However, Manchester does have all the components in place for a successful

“historic town center”. One of the goals of this plan is to capitalize on these elements, as described in *Exhibit 5, Historic Town Center Concepts* on page 6-13. These goals can be accomplished through strategic investment, attracting a private redevelopment partner, and allocating public funds and infrastructure in a manner that will bring the elements together to benefit the entire community.

The design concept for Manchester’s historic town center envisions a mixture of land uses and design character which will distinguish this area from the rest of the city as well as the region.

The city should refine these concepts and produce a set of design guidelines for the historic town center. The design guidelines for the historic town center should establish the use types, setbacks, design concepts, and development ratios that development should follow. These guidelines relate to the mixture of institutional, mixed-use residential, high-density residential, entertainment, mixed-use, and open space uses. These guidelines should address the following items:

- Architectural character and materials should match, blend with, or complement existing structures and material.
- New building lines and setbacks should coordinate with adjacent and surrounding structure.

- Parking should be provided through shared-parking, parking structures, or other approaches to allow greater parking without affecting the character of the area.
- Access from Manchester Road should be at safe locations, signalized where possible, and coordinated with surrounding uses.
- Pedestrian linkages between buildings, developments, and across streets and highways should be developed.
- Streetscape elements should build on the city’s existing efforts, including special pavement, plantings, and amenities that encourage pedestrian activity.
- Signage needs to reflect the design character of the area.
- Lighting should be designed in a style and scale for both traffic safety and pedestrian use.

Conclusion

The land use recommendations and development policies represent the community’s desire to promote compatible and beneficial growth throughout the city. This plan provides a balance between the Manchester’s need to attract new development and redevelopment and the desire to maintain its small town character.

INSERT EXHIBIT 5